

SPECIAL FARMINGTON CITY COUNCIL MEETING

Wednesday, January 25, 2006

SPECIAL MEETING - CONTINUATION OF CITY COUNCIL RETREAT

4:00 - 6:00 p.m.

Present: Mayor Scott C. Harbertson, Council Members Paula Alder, Rick Dutson, David Hale, Larry Haugen, and Sid Young; Max Forbush, City Manager, Police Chief Wayne Hansen, Walt Hokanson, Public Works Director, David Petersen, City Planner, Keith Johnson, Finance Director, Viola Kinney, Leisure Services Director and Margy Lomax, City Recorder.

Mayor Harbertson called the meeting to order at 4:10 p.m. and offered an invocation. This meeting was held to continue the review and discussion regarding the Farmington City Strategic Plan which was begun at the City Council Retreat held on Friday, January 20, 2006. There are 12 different "Action Programs" in the Plan and only six of them had been reviewed at the Retreat on Friday.

Citizen Participation

The City Manager led the discussion. Areas of discussion included developing a process for authorizing City employees to help citizen volunteers on special events and other needs, i.e., Festival Days, Pioneer Christmas, Utah Clean Up Day, etc.; developing a plan for increasing citizen participation such as more effective use of website; Town Hall Meetings; and protocol for participation at public hearings.

Time was spent discussing ideas and ways to be able to obtain citizen volunteers or how to establish citizen volunteer resource pools. Viola Kinney pointed out that the Arts Council is now in the process of compiling a master list of citizens who are willing to help with special events and the Arts programs. She felt Leisure Services and Emergency Preparedness would have a greater need for volunteer participation than other departments of the City.

The City Manager suggested the possibility of having someone in the City be a "Volunteer Coordinator".

Paula Alder stated it would be a good and efficient way to recruit volunteers to have email addresses in different categories of volunteer interest in order to contact individuals for assistance when needed. The idea of sending out a volunteer interest participation survey with the Newsletter was discussed.

Mayor Harbertson felt the Strategic Plan should be reviewed and updated more often than has been done in the past (every two years). He suggested possibly every six months or at least every year. He believes this will help everyone stay on task. It was decided to review and make

changes every January. Reports are to be given by staff and the Governing Body each year on their different areas of responsibility

Human Resources, Training and Benefits

_____Areas discussed under this Action Program covered updating and re-evaluating an employee master hiring plan. This will be presented to the Governing Body on an annual basis. A plan for enhancing Fire personnel leadership and training; review of comprehensive employee benefits and compensation with Personnel Committee annually; updating Police Policies & Procedures as needed; and an evaluation by the Governing Body of the City Manager on a yearly basis were also discussed. Finally, evaluations for professional services should also be completed.

Technology/Management Information Services (MIT)

_____Discussion was held regarding promoting County-wide G.I.S. technology. At the present time, Davis County's system does not integrate with the cities located in the County nor the State. It makes it more difficult and less efficient for retrieval and sharing of information regarding subdivision plats, maps, etc. Representatives from the City had recently met with Davis County representatives, but the County is not willing to change their system at the present time. It was agreed the City should work with Davis County in trying to combine efforts.

Another area discussed was fiber optics. Mr. Johnson said that fiber optics are the up and coming thing for cities. He cited the example of Provo City who is in the process of installing fiber optics in their City. They are doing it on their own and even went back to New York to get their own bonding. Provo City has their own electrical system which gives them an advantage over cities who do not when it comes to installing fiber optics. Mr. Johnson stated that if Farmington City could have its own fiber ring then the cable companies, TV and telephone would pay fees to use it and to take it into individual homes.

Mr. Forbush stated that a few years ago Mayor Connors had formed a committee to look into the feasibility of the City joining "UTOPIA" which was a group 16-17 cities joining together to bring fiber optics to their cities. The committee recommended the City not join the organization. He brought up the feasibility of bringing that committee back together to investigate a fiber optic ring around the City.

Administrative Support Functions

The codification of the 15 different titles of the Farmington City Code were discussed. The City Manager, City Attorney, and Community Development Director, will determine the priority order for codifying/updating them. Four different titles will be prepared by the City Attorney per year. Chief Hansen requested that Title 13, the Criminal Code, be placed on the first year.

Discussion regarding public relations was held. Mayor Harbertson said Cable Channel 17 is changing their format. They would like someone from Farmington to act as a “reporter” type person to convey the news regarding Farmington to the public. The possibility of hiring a public relations firm to help determine what can be done to help enhance the City’s image was discussed. It was felt the public isn’t aware of what is going on in the City. Mayor Harbertson suggested a “Mayor’s Corner” article in the Newsletter each month informing residents of what is taking place.

Economic Development

_____The City Manager felt building the “road to the north” near the Farmington Station development in west Farmington should be listed as the number one priority for economic development. He believes the construction of that road will spur non-residential development. There was a concern there might be wetlands in the area of the road site.

Rick Dutson suggested Farmington have something in writing such as a brochure that tells about Farmington – what it is. Something that is quality, classy. Lagoon, the Haws Company and Gardner-Gust already have their own brochures. He said the Class A Business Park area is located outside of the RDA area which is a prime location for development. Mayor Harbertson and Rick Dutson will work together in coming up with ideas for a brochure.

Sid Young felt it would be a good idea to have a Farmington brochure prepared before the International Conference of Shopping Centers convention is held in Las Vegas in June or July. The possibility of him and Rick Dutson attending again was discussed.

Mayor Harbertson stated that Davis County has prepared a 5-minute video promoting Davis County. He felt that was a great tool and possibly something Farmington could use.

Miscellaneous Action Programs

_____Mayor Harbertson brought up the possibility of writing a book containing Farmington’s history. It was suggested a writer be hired or a committee formed to investigate the feasibility.

David Hale felt Glen Leonard, a resident of Farmington, should be involved. Others suggested to be involved were: Annette and Zelda Tidwell, Pat Achter and Steve White.

It was reported by the City Manager that former Council Member Susan Holmes had conducted a study regarding the book, *My Farmington*, which was published in 1976. She had checked out different alternatives regarding *My Farmington* dealing with reprinting it, correcting mistakes in the book or writing a new one. It was her recommendation to write a new one because of the difficulty with copyright laws. She had estimated it would cost \$50,000 for a new one. Mayor Harbertson, Larry Haugen, and David Hale were assigned to a committee to do research regarding a book.

Sid Young suggested something might be done as far as managing the image of the City. He felt some kind of performance measurement system should be implemented to enable citizens to measure the City's performance.

The City Manager stated the International City Managers Association has "performance measurement" information which might be helpful in accomplishing this goal. He suggested one possible step could be to do a citizen survey. The survey could contain questions regarding municipal services as well as hot issues. He felt it might be a little risky, but would up the City's performance. The survey would set a benchmark and would compare Farmington's performance with other cities. There could also be broad goals citizens could participate in. He thought the cost of the survey would be approximately \$8,500 each year. It was decided to establish a performance measurement/management program with Mayor Harbertson, Sid Young and Max Forbush being on the committee.

There being no further discussion on the Strategic Plan, the meeting was recessed for dinner at 5:45 p.m.

REGULAR CITY COUNCIL/CITY CHAMBERS/CALL TO ORDER

PRESENT: Mayor Scott C. Harbertson, Council Members Richard Dutson, David Hale, Larry W. Haugen, Paula A. Alder, Sidney C. Young, City Manager Max Forbush, City Planner David Petersen, City Recorder Margy Lomax, and Recording Secretary Jill Hedberg.

Mayor Harbertson called the meeting to order at 7:00 P.M. **Rick Dutson** offered the invocation. The Pledge of Allegiance was led by **Boy Scouts, Joseph** and **Isaac McKay**.

Fact-finding Session regarding Proposed Village at Old Farm Planned Center Development

Todd Godfrey said the Neighborhood Mixed Use (NMU) zone text was adopted by the City Council in September, 2005. The adoption of the text set the ground rules for the way building will occur in the NMU zone. Applicants who submit a complete application have the right to follow the guidelines from the NMU text. A zone change is considered a "legislative determination" and must have a reasonable basis. Further development activity is considered "administrative" and the Council must have substantial evidence to justify their actions. The City is now reviewing the application to determine whether it meets the zoning rules. The rules cannot change to meet a particular application.

Keith Johnson said the City Manager asked him to prepare figures forecasting City revenues and expenses as if no commercial development beyond what already exists is developed in the future. Approximately four years ago, he began forecasting what the City's revenues/expenditures will be in 10 to 15 years. The forecast was again updated one year ago. The study indicated that long-term, the City's expenditures will be higher than the City's revenue. He displayed an overhead

which showed how Farmington's revenue, expenses, and public safety costs compared to that of other Utah cities.

Mr. Johnson said the City's expenditures will rise in the next few years in order to provide needed services such as police staffing, fire department staffing, and staffing for other City departments. If the City is not able to expand its tax base, a 50% property tax increase will be needed to meet City's expenditures. Keith reported that the City has utilized every available tax or revenue generator available to Cities.

Mr. Johnson referred to a memorandum he sent to the Council members that compared what the City's service costs would be for the 34 acres if it were a residential development rather than a commercial development. A residential development (500 new residents) would actually cost the City over \$7,900 per year rather than generating a tax base. The total taxes received from the Commercial Development, even with the subtraction of sales tax on food and a proposed 20% overall reduction for a more conservative estimate, would still generate from \$260,000 to over \$300,000 the fourth year after the opening of the development. City costs would only be around \$29,000 for the Commercial Development.

Bob Springmeyer of Bonneville Research said he re-figured some of his original numbers to account for the developer's new square footage. He said the estimates from the City's consultant, EDCU, were not significantly different from his.

Jeff Edwards of EDCU said he reviewed Mr. Springmeyer's work and found it to be a sound methodology which meets the industry standards.

Mr. Springmeyer passed out the revisions he had made to his study and reviewed the figures with the Council using a power point presentation. The presentation included the estimated tax revenues, property taxes, and the net new revenues after expenses (which factored in the potential loss that may be caused to existing retailers). He arrived at the numbers assuming the grocery store would be similar to Harmon's. Medium-priced grocery retailers are "dying" due to the increasing pressures from superstores such as Walmart and Target.

Sid Young said the NMU zoning text referred to the requirement of an economic analysis and asked if a study specific to the "anchor tenant" had been considered. He asked if it would be possible for the Council to determine economic viability of the development and the "anchor tenant" without the tenant being named.

Bob Springmeyer said he used a market study that was done for Harmon's approximately two years ago. His figures were based on the assumption that the grocer would be Harmon's. If the grocer is a Neighborhood Walmart or a high end natural food store, the numbers will be different.

Jeff Edwards said the City needs to consider the "leakage" number which indicates the

amount of residents who shop outside of the City. The Mountain Road is a highly viable corridor which is clearly an under served area. There is a significant viability for communities like Farmington since demographics are shifting to the areas north and south of Salt Lake City. The Village at Old Farm will add to the City's long-term viability.

Sharon Treu (Farmington resident) said she was concerned that the Harmon's study made assumptions about Smith's. She said north Farmington residents have values they feel strongly about. Smith's could lose a great number of customers since they are open on Sunday and sell alcohol.

Bob Springmeyer said the Harmon's study was done by an industry-specific consulting firm so estimates were not made for Smith's. He said he used national figures for age, household size, and the amount that would be spent on food. He said it is important for a retailer to consider and mirror the values of the market they are trying to serve.

Sharon Treu said she was concerned that the developer was proposing a Harmon's store if medium-priced stores are not succeeding.

Bob Springmeyer said that medium-priced stores are not succeeding but it is up to the developer to consider those factors.

Sid Young asked about the radius that Mr. Springmeyer referred to in his study.

Bob Springmeyer said a radius is used as a tool to determine the distance a consumer is willing to drive. People are willing to travel further to shop than they used to be.

John Gust said the developers have been in contact with natural food stores and neighborhood markets and have received positive feed back. He said they have Letters of Commitment with Harmon's but they are continuing their pitch. The site has been designed to satisfy the nearby residents. Retail revenue numbers would increase if the project had more mid-sized boxes and fewer small stores. He submitted a letter from his lender stating that he was qualified to fund the project.

Paula Alder asked **Mr. Springmeyer** to explain the significance of the "16% leakage".

Bob Springmeyer said 16% is a low number when considering leakage. He said it is impossible for a City to maintain 100% of their consumers.

Kyle McKay of Smith's grocery store said contrary to the projections, Smith's is one of the highest producing companies within the Kroeger company. When Walmart opens in Centerville, there will be significant leakage. He said his company has been in several different cities with Mr. Gust's grocery stores. The closeness of the stores has generally ended with one of the stores closing.

Building a new grocery store does not guarantee funds to the City. It would have to come from natural growth or leakage from other cities. In order to be a successful grocer, the store needs to generate at least \$300,000 per week. Walmart generates approximately \$1,000,000 per week in their grocery section alone. Smith's customers travel up to 3 miles to shop at their store. Walmart's customers travel up to a 10 mile radius to shop at their store. He is not afraid of closing stores or of competition but he predicts if another grocery store is opened, one of the boxes will be empty. His prediction is based on history, not on estimates.

David Hales asked which grocers are considered medium-priced.

Kyle McKay said most medium-priced stores have pricing that is 16% higher than that of Walmart. Smith's pricing is within 3-5% of Walmart. He said Smith's volume is up but their margins are not.

John Gust said his grocery stores vacate their property in other cities because the buildings are old. He said Albertsons and Smith's have traded stores several times. The success of the grocery stores has to do with the type of complex the store is located in and the traffic that is generated.

Tim Taylor (Traffic Engineer for Gardner/Gust) showed their traffic analysis for the intersection at South Mountain Road and Main Street. They analyzed the intersection as having stop signs on all four legs of the intersection and found it is not a feasible solution. If there is only traffic control on the side street approaches, traffic will back up in both directions. Based on projections for 2025, neither a two-way stop or an all-way stop would be feasible. He said the other scenarios that could be considered are a traffic signal or a roundabout (1 lane/2 lane). He said the level of service using a signal in the year 2025 would be an "A".

Rick Dutson said UDOT indicated that signalization is not the preferred alternative.

Tim Taylor said UDOT was concerned about the use of a roundabout or a traffic signal because of the closely spaced intersections. UDOT can make suggestions regarding the intersection but the ultimate authority belongs to the City.

Rick Dutson said he was concerned about the traffic coming from Fruit Heights on the Mountain Road. He was also concerned about how the area would handle holiday traffic.

Tim Taylor said they have considered the present and future Mountain Road traffic. There are approximately 800 vehicles per hour that travel north/south on the Mountain Road. He said a holiday peak is inevitable but his analysis focused on the a.m/p.m. traffic since it will be the heavy traffic time 95% of the year. The national average during the holiday season is between a C- and D threshold so the traffic would not cause the intersection to fail.

Max Forbush asked if the same amount of traffic would exist if the property were developed

for a residential use.

Tim Taylor said the majority of the traffic is not related to The Village at Old Farm development. No matter what is developed on the property, the traffic will increase in the year 2025.

David Hale asked if traffic patterns would improve if the background traffic from the south on Main Street to the west on Shepard Lane before it got to the development area.

Tim Taylor said the traffic ratio to the south is not as great as from the north. There would have to be a physical constraint or a travel time savings to redirect the traffic.

Mayor Harbertson asked how successful a roundabout would be.

Tim Taylor said a roundabout would get a “B” rating. It would function well but would have more delays. A one lane roundabout would have high traffic volumes. Traffic conditions would work well using a two lane roundabout.

John Gust said he did not have a preference regarding the intersection.

Russell Youd said the roundabout would be twice as much money as the other alternatives.

Sharon Treu said she was concerned that the larger semi-trucks could not navigate a 2-lane roundabout.

Tim Taylor said a roundabout is capable of handling vehicles of all sizes. The center circle could be designed with a large enough diameter for a truck to turn without going into another lane. It could effect how much land would be required for the roundabout.

Sid Young asked if there would be access off of the Slip Ramp.

Tim Taylor said the only access would come from the Frontage Road. They are working with UDOT to try to secure two access points (right in/right out).

David Hale asked if Mr. Taylor preferred the roundabout or the traffic signal.

Tim Taylor said he would recommend either alternative. Each has different factors that should be considered when making the City’s policy decision.

Sid Young asked how pedestrian safety would be handled at the Somerset/Mountain Road intersection.

Tim Taylor said they are proposing a traffic signal at Somerset which would accommodate the pedestrians. He said roundabouts have 1/3 less conflict points than that of a traffic signal.

Paula Alder asked **Mr. Taylor** to review his findings for 1400 North street.

Tim Taylor said 1400 North was not included as part of their analysis.

Russell Youd said the standards of the industry will be met when handling the traffic in the area. If the City wants to exceed the industry standards, they can then consider whether to use the roundabout or the traffic signal.

David Hale asked what criteria would need to be met in order to signalize the intersection.

Russell Youd said there are 12 warrants that are used industry wide. He said due to the close space of the intersections, a roundabout should be considered because it does not queue as far.

David Hale asked for Mr. Youd's opinion regarding signalizing the roundabout.

Russell Youd said a signalized roundabout would not be appropriate in this area.

Brian Larsen (Davis County School District) said the school district has 84 buses that travel daily through the intersection at Mountain Road and Main Street. Their buses are capable of maneuvering through roundabouts.

Paula Alder asked if it would be possible for the school district to bus the Somerset area children to school while the construction is taking place.

Brian Larsen referred to a letter that a representative from the school district sent to the Council members. He said the area could possibly qualify as a "hazardous category" during the construction period but they would not be eligible for long-term busing.

Sharon Treu asked how wide the Main Street traffic lanes would be.

Russell Youd said if the Somerset intersection is considered an "A" grade with the traffic signal, Main Street would not need to be a five lane road.

Max Forbush said North Main Street, south of the Somerset entrance to Shepard Land had been widened enough to accommodate either two lanes with a center turn lane or to have two traffic lanes and two generous multi-purpose (parking-biking) lanes. The City has previously approved the latter.

Russell Youd said although the shoulder is considered a safety element, many communities

are narrowing the roadways to create friction in an attempt to slow traffic. Each street should be considered on an individual basis.

Sid Young said the NMU ordinance stated that the area along North Main Street should be residential or open space. He asked Mr. Dixon if he would agree to an Addendum to his plan prior to preliminary plat approval.

David Dixon said he was willing to consider the options for the area (meaning the area north of the Somerset entrance). He felt the site was too narrow to accommodate a residential use. He said using the area for open space would create a residential feel.

Paula Alder said the development was not made up of a proportionate mix since there was only 100,000 square feet of residential use compared to 203,000 square feet of commercial use.

David Hale asked if the conditions recommended by the Planning Commission for preliminary development plan approval had been met.

David Petersen reviewed the conditions that were recommended by the Planning Commission and said many of the conditions could not be satisfied until after the developer configures the commercial area.

David Hale asked if there were any other conditions that may need to be added if approval is granted.

David Petersen said it may be appropriate to address the construction timing, the phasing approach, and pedestrian safety in the area.

Rick Dutson asked if detention basin aesthetics and building height restrictions had been addressed.

David Petersen said the detention basin would be addressed in the builder's landscape plan. He said the City had not yet analyzed the building heights but said they would be required to conform to the definition in the Ordinance. He said the Planning Commission agreed to allow the credit union to be attached to the grocery store.

David Hale said the City needs a commercial tax base but it is important for the commercial area to blend with the community. He said he was impressed that the developer worked so hard to meet the needs of the City.

Sid Young said it is essential for the development to meet the requirements of the NMU text. He said North Main should be buffered as required in the text. He said it is also imperative that the developer receive approval from UDOT to have access from the Frontage Road.

Paula Alder said access from the slip ramp is vital. She said she still has concerns about the lack of residential open space along Main Street, about a big box being vacated, and about the low residential mix in the NMU zone.

Dave Dixon submitted a new site plan and a financial statement from Key Bank. He said the parking was increased so the development would have 70 extra stalls.

Rick Dutson said the project design is very appealing and has met the needs of the City. He said this development would provide the City with tax revenue since much of the property in the CMU zone (south of Shepard Lane and north of Park Lane) is being used for residential development. He said he was concerned about the comments given by Kyle McKay.

Larry Haugen said competition is good for businesses. He said the City Council has taken the amount of time necessary to make an informed decision. He liked that the developer incorporated old downtown Farmington into the drawings. He said the City is in need of commercial developments to generate additional tax base.

Mayor Harbertson said development does not have to distract from the charm of the City. The charm of Farmington comes from its residents.

In response to a question regarding the property rezone, **David Petersen** said the enabling legislation has an effective date. The ordinance will not go into effect until the final development plan is approved. If final development plan is not achieved by a certain date, the zoning will revert back to the original zone.

John Gust asked that he be given 12 to 18 months before the final development plan deadline.

Consideration of Rezone Request on 33.955 Acres west of Main Street, east of U.S. 89 and south of Cherry Hill Interchange from “LR, LS, and A” to “NMU”

Motion

David Hale moved that the City Council rezone the property on 33.955 acres west of Main Street, east of U.S. 89 and south of Cherry Hill interchange from “LR, LS, and A” to “NMU”. The property will revert back to its original zone if the final development plan has not been approved in 18 months. **Larry Haugen** seconded the motion. A roll call vote was taken. Council Members Hale, Dutson, Haugen and Young vote “aye”. Council member Alder voted “nay”.

Consideration of request for preliminary Development Plan approval for the *Village at Old*

Farm

Motion

David Hale moved that the City Council grant preliminary development plan approval for application #Z-7-05 for a Planned Center Development subject to the following conditions:

1. The developer must receive and comply with all conditions of preliminary plat approval required for certain portions of the project.
2. The applicant must receive approval from UDOT and provide access to the one-way frontage road/on-ramp adjacent to U.S. 89.
3. The new middle turn lane on Main Street is recommended as proposed, but in order to reduce the aesthetic impact of the road improvements in the area, the developer must narrow the width of the shoulders and middle turn lane as approved by the City's traffic engineer without compromising the integrity of the traffic volume capacity of the road.
4. The developer must study or explore the possibility of providing a two-way connection south to the Foxglove Center in front of the office buildings located in the Old Shepard Commons subdivision adjacent to U.S. 89 thereby increasing the "synergy" between the two centers. As part of this condition, the developer must receive a recommendation from the City's traffic engineer, Horrocks Engineers, and the study must consider, among other things, traffic impacts to Creek Lane. The residents on 900 West prefer that the street remain a dead-end street.
5. All storm water must be detained on site. Storm water facilities must be designed to City standards to meet the 25 year/10 hour storm. The landscaping for the site must meet the approval of the governing body.
6. Final improvement drawings, including grading and drainage plans and a storm water pollution prevention plan (SWPPP) must be reviewed and approved concurrently with the final plat(s) and/or final development plan for the project by the Farmington City Public Works Department, City Engineer, Fire Department, Planning Department, FAPID, and CDS.
7. If a roundabout is chosen, the developer must provide a free right hand turn lane from U.S. 89/Main Street into the project to accompany the round-about.
8. The U.S. Army Corp of Engineers must approve activity of the developer that may disturb any wetlands on or adjacent to the site.

9. Issues regarding the use of the historic Potter home must be resolved prior to or concurrent with final site plan and/or final plat approval for that portion of the project.
10. The master or final development plan for the project and all matters related thereto must be memorialized as part of a development agreement between the developer and the City. This agreement must be recorded against the property prior to or concurrent with final plat approval of the project (or the first phase of the project) or site plan approval.
11. The residential and commercial phasing must be approved by the governing body.
12. The northern portion of the development must include a buffer that provides a residential-type feel along Main Street such as a single-story mansion home.
13. The traffic evaluation should carefully evaluate the area to make sure pedestrian safety is provided.

Larry Haugen seconded the motion. A roll call vote was taken and the motion passed by a unanimous vote.

Dave Dixon said it is in the developer's best interest for both grocers to be successful since he is the owner of both complexes.

ADJOURNMENT

Sid Young moved that the meeting adjourn at 9:35 P.M.

Margy Lomax, City Recorder
Farmington City